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DRAFT PAPER

on the

VOCATIONAL REHABILITATION

OF

DISABLED PERSONS ACT

IN

NEW BRUNSWICK

Compiled by: The Premier's Council on the Status of Disabled Persons

November 26, 1986

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"Far and away the best prize that life offers
is the chance to work hard at work worth doing."

President Theodore Roosevelt

"Work saves us from three great evils:
boredom, vice, and need."

Voltaire

I. INTRODUCTION

The ability to work and the actual participation in the work force are usually two of the most important factors which will be used to measure one's worth by our peers and to determine the level of one's standard of living. Earnings from employment are used to purchase the necessities of living and also the added things that enhance the quality of life. There has been a tremendous waste of human potential, loss of tax revenue, increased social support system costs, and a negative stigma attached due to the many disabled persons who are not presently working. Employment or educational problems should allow meaningful daily activity in a setting which promotes dignity and self worth.

In October of 1984, Judge Abella released Equality in Employment - A Royal Commission Report. In speaking about the employment programs for disabled persons in Canada, she states on page 40 of the report:

> "There are many aspects of the systems and policy measures designed for disabled persons that have not been thought through. Generally, the problems include the fragmentation of policies, the short-term nature of many of the programs, the lack of continuity in these programs where they do exist, the uncoordinated approach among the various levels of government and within each level of government, and the lack of information about what programs in fact exist."

Labour statistics indicate that only 27.6% of disabled persons are presently employed, including 18.4% who work less than 30 hours per week. This means over 70% of disabled persons are either unemployed or not included in the active labour force. This compares very poorly with the official seasonally-adjusted general unemployment figure for December, 1985, of 15% in New Brunswick.

To date, the past efforts by government and volunteer agencies have not significantly reduced the number of unemployed disabled persons to come closer to the general unemployment level of the public at large. Therefore, a new strategy seems to be called for.

This paper will focus on the enabling legislation and financial support available to the provinces through the Vocational Rehabilitation of Disabled Persons Act.

II. BACKGROUND INFORMATION ON VRDP

(A) Past History

In 1951, the first National Conference on the Rehabilitation of the Disabled was called by the federal Departments of National Health and Welfare; Veterans' Affairs; and Labour. This resulted in the appointment of a Federal Coordinator for Rehabilitation within the Department of Labour. Federal-Provincial Vocational Rehabilitation grants were introduced and followed quickly by the signing of agreements with the provinces and their appointment of Provincial Rehabilitation Coordinators in all 10 provinces. This was done under the authority of an Order-in-Council with the emphasis to be on vocational training and placement of disabled persons.

In 1960, the Technical and Vocational Act was enacted, followed by the Vocational Rehabilitation of Disabled Persons Act in 1961 (see appendix #1). This Act was the enabling legislation whereby the federal government shared the cost of rehabilitation with the provinces. Each province enters into a separate agreement with the federal government to cover the portion of the federal legislation they chose to implement.

In 1967, the office of the Federal Coordinator was transferred from the Department of Labour to Manpower and Immigration. Effective April 1, 1973, this responsibility center moved again to the Department of National Health and Welfare, where it resides presently.

The legislation remains basically unchanged since 1961, and has been used with varying degrees of emphasis and relative success in all of the provinces who have the responsibility to coordinate and administer "a comprehensive program for the vocational rehabilitation of disabled persons."

Over the years, there have been expressions of concern over the effectiveness of vocational programs funded under this legislation. The Obstacles Report was one such expression of the need to review this legislation. This report was directed at the federal government. Some discussions of VRDP in New Brunswick also took place during the Office of Government Reform process.

Everyone agrees that the goal is to enable more disabled persons to become substantially, gainfully employed on a regular basis, but not all agree on how this should be accomplished or where the responsibility center should be located.

II. (B) Terms of Reference for Federal Review of Rehabilitation and Related Support Services to Persons with Disabilities

(a) Introduction:

1. The Vocational Rehabilitation of Disabled Persons (VRDP) Act, passed in 1960, is an Act of the Parliament of Canada under which Canada cost-shares some provincial services to assist persons with disabilities in attaining employment. As well, the VRDP Act has been interpreted to permit cost-sharing for rehabilitation services related to alcohol and drug addiction. The Canada Assistance Plan (CAP) Act, passed in 1966, provides cost-sharing for a wide range of provincial services. Together, the VRDP Act and the CAP Act are the legislative base through which the federal government is empowered to share costs to assist and encourage provinces to provide services for persons with disabilities.

2. The Govermment of Canada, the provinces and territories recognize that the economic. cultural and educational participation within society of those with disabilities has evolved substantially over the last decades. During this time, the VRDP Act and the CAP Act have been of great value in improving the quality of life for persons with disabilities, but both persons with disabilities and the society around them have changed.

3. The Federal Minister and his provincial/territorial colleagues therefore propose that a review of the existing Vocational Rehabilitation of Disabled Persons and Canada Assistance Plan cost-sharing arrangements as they relate to persons with disabilities be undertaken with a view to recommending improvements and/or identifying areas where new legislation or more suitable fiscal arrangements may be required which would encourage better integration of persons with disabilities into the economic and social fabric of the community.

4. The Federal and Provincial/Territorial governments also recogniz' that the delivery of social services is the responsibility of the provinces.

5. Neither the Federal nor Provincial/Territorial governments are in any way seeking to reduce through this review their fiscal commitments to programs for persons with disabilities.

(b) Principles Governing the Review:

1. The Ministers concur that the review should be guided by the following principles, which have been based on those articulated by the United Nations:

   (i) Persons with disabilities have the right to participate in all aspects of the economic, social and cultural life of Canada;

   (ii) Persons with disabilities have the right to goods and services which will give them equality of opportunity;

   (iii) Persons with disabilities have the right to the least restrictive environment possible;

(iv) Persons with disabilities have the right to participate in the decision-making regarding programs providing goods and services which affect them;

(v) The responsibility to ensure accessibility to general systems of society for persons with disabilities rests with the public and private organizations which operate those systems;

(vi) Society has the obligation to ensure that effective measures will be developed to prevent impairments, disabilities and handicaps.

2. Governments must also recognize that they have a responsibility to ensure, through programs of research and evaluation undertaken by themselves or other organizations, that these principles are being addressed.

(c) Scope of the Review:

The Ministers recognize the overall extent of action which could be directed at the prevention of disability and impairment, rehabilitation, and equalization of opportunities for persons with disabilities.

The Ministers further recognize the initiatives which must be taken to fully address rehabilitation and related support services to persons with disabilities. At the same time, they recognize that the resources available to them will directly affect the nature and timing of the initiatives which can be taken toward the achievement of desired goals.

The Ministers concur that the review will encompass rehabilitation and certain support services to persons with disabilities, i.e. rehabilitation, including vocational rehabilitation, day programs and non-residential social service support programs, including maintenance in employment, in relation to the provisions of the existing VRDP and CAP legislation and cost-sharing arrangements.

During the course of the review, particular attention will be given to alcohol and drug programs, mental health programs and sheltered workshop programs.

The review may identify programs for persons with disabilities which would be more appropriately served by fiscal arrangements other than those which now exist.

(d) Process for the Review:

1. The Ministers see the review as a cooperative Federal-Provincial process to be governed by the Federal-Provincial-Territorial Ministers of Social Services.

2. The review will be administered on behalf of the Ministers by the Conference of Federal-Provincial-Territorial Deputy Ministers of Social Services and will be co-chaired by the Federal Associate Deputy Minister and by a Provincial Deputy Minister recommended by the provinces.

3. During the course of the review, each Provincial/Territorial Minister may seek the view of individuals and groups within his/her Province/Territory as appropriate and the Minister of National Health and Welfare may seek the views of national organizations.

(e) Timing of the Review:

The review will commence during the period of the Agreement which takes effect April 1, 1986.

(f) Schedule for the Review:

1.	First meeting of Deputy Ministers to begin review process and establish schedule	April 1986
2.	Establishment of Working Group(s)	June 1986
3.	Ministers' review of progress	Fall 1986
4.	Preliminary report(s) of working group(s) to be reviews by Deputy Ministers for consensus	Winter 1986
5.	Completion of final report by Deputy Ministers for submission to Ministers	Spring 1987
6.	Ministers' final review	September 1987

II. (C) Proposed Terms of Reference for an Interdepartmental Advisory Committee on VRDP Services in New Brunswick

Interdepartmental Advisory Committee on VRDP Services

Mandate:

To provide an advisory capacity to government on the provision of VRDP services and to ensure the coordination of activities as they relate to the vocational rehabilitation of disabled persons and the Action Plan for the Decade of Disabled Persons.

Objectives of the Committee:

1. To advise government on ways and means of increasing substantial gainful employment for disabled persons utilizing the present VRDP agreement and in conjunction with other federal and provincial programs.

2. To advise government on ways and means to maximize the use of the cost-sharing mechanism available through the VRDP Act.

3. To advise government on the appropriate budget allocations necessary for the improvement of vocational rehabilitative services to disabled persons.

4. To advise government on ways and means to promote public awareness of VRDP activities.

5. To advise government on ways and means to provide a more equitable distribution of VRDP services throughout the province.

6. To advise government on a periodic basis, of the results of VRDP activities in conjunction with the Action Plan for the Decade of Disabled Persons.

7. To advise government on ways and means to facilitate the delivery of VRDP services at the departmental and regional staff levels and through the use of agency services.

Membership:

Cabinet Secretariat - Chairperson
Premier's Council on the Status of Disabled Persons
Department of Advanced Education and Training
Department of Labour
Department of Health and Community Services
Department of Income Assistance
Board of Management
Canada Employment and Immigration Commission

III. WHAT IS VOCATIONAL REHABILITATION?

(A) Definitions

The following terms are included in the latest provincial-federal agreement for VRDP in New Brunswick, signed in April of 1986:

1. "Vocational rehabilitation" means any process of restoration, training and employment placement, including services related thereto, the object of which is to enable a disabled persons to become capable of pursuing regularly a substantially gainful occupation and includes the provision on a time-limited basis of "follow-up goods and services" which may be required by that person following the obtaining of or placement in employment;

2. "disabled person" means a person who because of physical or mental impairment is incapable of pursuing regularly any substantially gainful occupation;

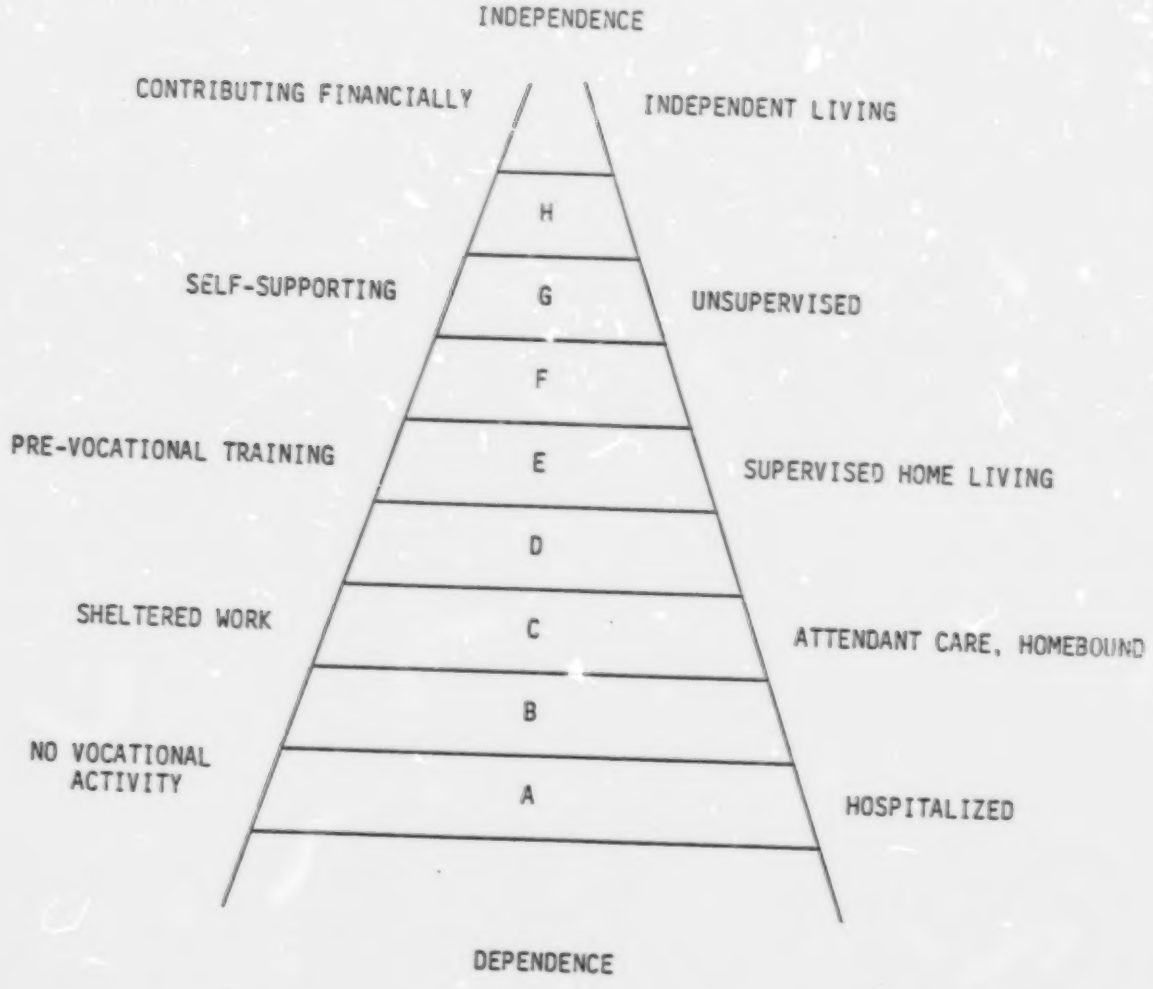
3. "substantially gainful occupation" means employment in the competitive labour market, the practice of a profession, self-employment, home making or farm work (including work where payment is in kind rather than in cash), sheltered employment, home industries or other homebound work of a remunerative nature;

4. "counselling services" means the continuous service relationship through which a disabled person is helped to appraise himself, to determine feasible goals and to achieve them.

We could also represent the possible levels of vocational rehabilitation by looking at the following chart. The goal is to reach the top of the pyramid or ladder of independence and be self-supporting.

GROWTH IN VOCATIONAL AND A.D.L. FUNCTIONING

The upward climb of rehabilitation



Source: Vocational Rehabilitation in Canada, Extent and Nature (H.I. Day, York University, May, 1984) page 42.

III. (B) Summary of VRDP Activities in New Brunswick

(The following information is taken from a discussion paper compiled by Cabinet Secretariat in July of 1986.)

Staff Resources 1985-86:

Social Services	Vocational Rehab. Program Staff	(13)
	Sheltered Workshops	(119)
	Community Mental Health	(163)
Alcoholism & Drug Dependency	All programs	(190)
Canadian Paraplegic Assoc.	All programs	(6)
CNIB	All programs	(16)
TOTAL		(507)

VRDP Statistics Clients Served 1985-86:

Sheltered Workshops	846
Alcoholism Rehabilitation Programs	6,162
Mental Health Services	11,474
Other VRDP Programs	538
CNIB	1,372
Canadian Paraplegic Assoc.	164
	20,556

Program Services:

Provincial Vocational Rehabilitation Program

- assessment services for potential vocational rehabilitation
- counselling services to define vocational goals
- provision of restorative supplies and services (wheelchairs, limbs, prosthetics)
- training supplies and services (tuition, board, transport) to develop work program
- employment supplies and services
- support supplies and services (homemakers, transport equipment)

Delivered by/through

- 7 regional committees and budgets
- budget allocation from Income Assistance

Sheltered Training and Employment Program

- vocational rehabilitation facilities
- assessment and counselling
- life-skills training
- employment incentives
- incentive towards independence and integration

Delivered by/through

- 28 facilities

Community Mental Health

- rehabilitation services to 15,000 adults
- assessment
- treatment
- emergency services
- restorative counselling
- consultation and support therapy

Delivered by/through

- 7 regional centres, 6 sub-clinics, mobile clinics
- voluntary organizations
- community resources

Alcoholism and Drug Dependency Commission

- assessment
- direct counselling services
- crisis intervention
- information resource

Delivered by/through

- central office staff
- 7 inpatient facilities
- 2 rehabilitation programs
- 1 extended-care facility
- 13 out-patient facilities

Canadian Paraplegic Association - Vocational Rehabilitation

- provision of rehabilitation counselling
- academic upgrading
- rehabilitation assessment
- life skills
- job preparation and placement
- equipment acquisition
- transportation
- accommodation and support services
- medical referrals

Delivered by/through

- 6 staff positions with CPA
- purchase of service agreement (Newcastle, Edmundston-Grand Falls)
- 2 rehabilitation counsellors (work done for Income Assistance)

  - case finding for mobility impaired
  - assessment
  - development of individual service plans
  - ongoing counselling
  - implementation of rehabilitation plans
  - implementation of resettlement program (home assessment, technical aids, driving controls, etc.)
  - employment services
  - community development activities
  - monitor and evaluate rehabilitation plan

Canadian National Institute for the Blind

- prevention
- employment training, counselling, job preparation
- daily living skills, communication skills
- translation services to Braille
- volunteer development programs

Delivered by/through

- 16 staff positions

III. (C) Quebec Situation

We should be aware that the Province of Quebec has negotiated a different course of funding arrangements with the federal government. Instead of the VRDP Act, they utilize the Canada Assistance Plan and the Established Program Funding Act to generate the federal portion of funding for provincial programs connected to vocational rehabilitation.

Policy and programs seem to center around the Office des personnes handicapées du Québec, which was created in 1978.

They have a funding program to partially subsidize the salary of a disabled worker or an instructor or the adaptation of the work station. This is called a "contract of integration." The program is not intended to duplicate other available incentive programs.

Between 1980 and 1984, there were 1,252 placements under one program. Over half of them kept their jobs after the subsidy ended. The average cost was $3,500 per placement.

Another program is the Adapted Work Centres. Subsidies are provided for non-profit corporations or cooperatives to cover certain capital expenditures and the salaries of disabled workers. In 1983-84, there were close to 1,500 disabled workers employed in 37 small firms that had gross sales of 16.4 million dollars. Slightly over half recorded a surplus at the end of 1983.

A new program was being developed in 1984 to better meet objectives and to reduce the red tape involved in obtained financial support. This is an area that needs to be investigated to update our information.

Also, as of July 1, 1984, all employers with firms having 50 or more employees must submit a hiring program for evaluation by the Office des personnes handicapées du Québec. It covers recruitment, selection, integration into the work environment and even re-entry to the work place by a former employee who has become disabled.

It would be interesting to evaluate the success of the program.

III. (D) Support Work - Models and Issues

There is a growing trend to offer a more individual approach to vocational rehabilitation of persons with disabilities.

The Canadian Association for Community Living (formerly CAMR) is promoting the concept of "supported work." At their annual conference in 1985, Dr. Lyle Wray, Director of Quality Assurance for the State of Minnesota, discussed this issue. His comments were summarized in the October 1985 issue of "Working in the Community," published by the National Institute on Mental Retardation in Downsview, Ontario.

The 6 features Dr. Wray identified are:

1. The purpose is employment, not activity or rehabilitation. Relevant outcomes are wages, real work, community placement and job security.
2. The focus is on ongoing support based on the individual and increased or decreased overtime. This is a departure from the time-limited approach of rehabilitation services.
3. The focus is on jobs and the opportunity to work, not services and skill development.
4. The goal is full participation in society.
5. Social integration is of paramount importance in terms of relationships (with non-disabled, non-paid, non-caretaker individuals) at work (co-worker and customer); near work (breaks and lunch); and near work (leisure activities).
6. The emphasis is on variety and flexibility in jobs and supports.

The 4 most current models related to support work are:

1. supported jobs (one worker per site, ongoing support to worker and business);
2. enclaves (largely manufacturing, less integration, larger numbers of workers with handicaps);
3. mobile crews (service contracts, intense support, flexible, especially good for rural areas); and
4. benchwork (often free-standing high technology businesses with up to 20 workers with handicaps, high support especially for people with behaviour problems which have traditionally excluded them from other work).

All of this requires an agenda for change, including:

1. public policy and financial incentives which encourage employment;
2. the stimulation of rehabilitation personnel to use supported work models;
3. more money for community-based adult services closely geared to supported work;
4. extended training of staff for changing roles and new skills;
5. demonstration programs for innovation. In other words, line up the funding with the models.

III. (E) Training for Counselling

Excerpts from a paper presented by Francesca Inskipp from the Centre for Studies in Counselling at North East London Polytechnic at a seminar on "Counselling the Disabled" in November of 1979:

> "Can people be trained to counsel or are they born with the ability? Research has shown that it is not the methods or psychological theories used by counsellors that make the difference between good counsellors who help their clients to live more effectively and bad counsellors who sometimes make their clients worse. What have been proved essential are qualities in the counsellor's personality. It is not the possession of those qualities that is all important, but the ability to communicate them, and what is vital to the counselling process is using those qualities to set up a warm relationship. The qualities are the human ones which are important in any relationship - empathic understanding, respect to individuals, ability to withhold judgement, and an openness and sincerity which produces a threat-free climate. Counselling training helps people to become aware of these qualities in themselves and to work to develop and grow in them. At the same time they also need to learn the skills of communicating empathic understanding and acceptance to the client.
>
> "A definition produced by the British Association for Counselling states: 'The task of counselling is to give the client an opportunity to explore, discover and clarify ways of living more resourcefully and toward greater well-being.' For this task then, the counsellor needs to have skills which help the client explore himself and his situation, skills to help him focus and be specific and skills to help him gain a deeper and more objective understanding of himself and his possible resources so that he can make choices or changes or reduce his confusions.
>
> "Counsellors also need to be aware of values, beliefs, attitudes and assumptions in themselves which they may unwittingly put upon their clients, and also be aware of 'hang-ups' in their own lives which may distort their perception of a client. They also need to examine ethical issues such as: intervention in other people's lives, the powerful effects of a counselling relationship, confidentiality, referral and supervision. Finally counsellors need to develop knowledge and understanding of any particular client population they work with - the handicapped, families, adolescents, the bereaved, etc.
>
> "It is important to stress that to work well in counselling it is necessary to go on practising and improving skills - training does not finish when a course ends. To offer ourselves to help other people means ongoing work to develop our human qualities."

It is important to recognize the need for effective and well-trained vocational rehabilitation counsellors. Our system in New Brunswick seems to put undue emphasis on the views of doctors for an opinion on a disabled persons's potential to be employable.

Dr. David Symington of the Department of Rehabilitation Medecine at Queen's University in Ontario made the following statement in the fall, 1984, edition of Rehabilitation Digest:

> "Here I must pause for a moment and point out that physicians traditionally are taught to assess what is wrong with people. They are not taught to assess what is right with them, and what their potential is, and because of this physicians are particularly handicapped by their training. The education of the average physician includes less than .5% of that time spent in work related to assessment of ability, restoration of function, indeed in anything related remotely to rehabilitation."

IV. COST EFFECTIVENESS OF VOCATIONAL REHABILITATION

Terry Bogyo presented an interesting paper on this subject to the Canadian Association of Rehabilitation Personnel conference held in Richmond, B.C., in October of 1984. His thoughts were reported in the "CARP News" journal in the December, 1984 issue.

Bogyo suggested that for many years vocational rehabilitation has been seen as the humanitarian aspect of insurance and social programs. In these times of economic restraints, more and more questions are being asked about the cost effectiveness of vocational rehabilitation. He points out that the scientific literature on this topic is not yet complete but there are many examples of studies and reports commenting on the cost-effective use of vocational rehabilitation.

Insurance companies in the United States are one source of these studies and their findings generally report a ratio of benefit to cost of between 3:1 and 17:1.

Private firms are also having success. Pati and Morrison wrote an article in the July-August 1982 edition of "Harper's Business Review" looking at such companies as 3M, Control Data and Sears Roebuck who have made a commitment to in-house vocational rehabilitation programs. It was stated that "for every dollar spent to provide service, the project returned $11.20."

Lawrence Dean wrote The Vocational Rehabilitation of the Injured Worker in 1981. The following quotation from that text is important:

> "In evaluative studies of state vocational rehabilitation services, the benefit/cost ratios were demonstrated to have returned anywhere from $3.30 to $17.00 for every dollar spent on vocational rehabilitation."

There were many other studies referred to in the presentation by Mr. Bogyo, but suffice to say that vocational rehabilitation expenditures are investments that pay off handsomely in dollar returns. Being humane and concerned about the quality of life for disabled perosns is not the only rationale for strong support of vocational rehabilitation programs.

It is also good business.

V. ISSUES WITH VRDP IN NEW BRUNSWICK

(A) The focus point of responsibility for program coordination and implementation seems poorly defined at present. The emphasis has been on financial reports for cost recovery from the federal government, but little in terms of long-term leadership and planning.

(B) The method of program evaluation appears vague in terms of how many disabled persons are interested in finding work and whether sheltered workshops are considered as gainful employment. How long does a client go for "training" at a workshop before outside placement? Outcome evaluation in terms of placements obtained are required for all vocational rehabilitation services.

(C) Because the program is administered to clients through the Department of Health and Community Services and Income Assistance, there appears to be a stigma attached to VRDP. This is especially true in trying to link up a person not on social assistance who wishes to receive employment-related services.

Should the program be transferred to another department such as Labour or Advanced Education and Training? Staff would then be connected to information on vocational assessment, labour market needs, and vocational training opportunities.

(D) The program itself is not adequately promoted to potential clients and other related professionals or advocates. This has caused sporadic utilization of the program and limited access by some types of consumers. Mentally disabled persons are only now just starting to tap into VRDP funding.

(E) Training and information on available resources has to be especially strengthened for the front-line workers assigned to VRDP. We are concerned about the lack of any ongoing training opportunities for these staff members. Frequent staff turnover and assignment of VRDP as a part-time responsibility for some workers means that they do not even have a chance to fully develop skills by experience and volume of caseload.

(F) There seems to be a great difference from region to region in terms of the attention and budget spent through VRDP direct client expenses. Communication channels seem to be poor to some of the francophone areas of the province. Clients are not necessarily being registered properly and having their needs assessed and recorded due to perceptions that budget funds are not likely to be available. Budgets for direct services have been at fairly low levels and even these levels are in constant danger of cuts. These budget levels are difficult to increase in times of budget restraint and the cycle is perpetuated. We would like to see clients formally registered and considered, and not be pre-screened due to budget rumours and never recorded or appealed. The budget levels for direct client services would them increase accordingly.

(G) We suggest that stronger coordination with educational and vocational training institutions would provide more accessible facilities, programs and knowledgeable counsellors and instructors capable of dealing effectively with students who may have significant disabilities. We need to improve the job skills of more disabled persons through meaningful and appropriate training.

Educational incentives have to be made stronger and promoted to disabled persons. Higher level skills lead to higher level positions that have better income. The job market is already highly competitive and disabled applicants must have marketable backgrounds and have some job-ready skills. They should be able to compete for permanent positions and not just short-term, make-work government projects.

Guidance counsellors and general employment counsellors need more orientation to the needs and potential of disabled persons. There is still a great deal of unnecessary pigeon-holing and/or negative stereotyping. At the very least, they should know where to refer for assessments and advice.

Public school programs and parent information packages should promote the objective that disabled children need to prepare themselves for a future career and income as anyone else would. Disability pension should not be the first option for financial security.

(H) Reform of federal/provincial income tax provisions could provide some dollars for disabled persons wanting to work but having extra expenses such as transportation and/or equipment and medical costs that may act as a disincentive to get off social assistance. VRDP must be able to effect a change for the better in net income from employment. This would enable less costs to society and more dignity to the worker. As his income increases, he would be paying net taxes and not even be a partial expense to government assistance programs.

(I) Eligibility guidelines could be clarified to continue benefits such as expenses that would come under the Health Services Card after the person began working if the employer did not have an adequate health care plan. The goal is not to reduce the disabled worker's net income due to extra expenses required by his disability. What about the disabled homemaker who stays at home but needs assistance to maintain the household while the other spouse works at a low-paying job that means they are not eligible for social assistance?

(K) The program should place greater emphasis on the individual needs of individual people and how to respond in an individual and flexible manner.

(L) Other provinces in Canada seem to be doing different things under VRDP's umbrella. Perhaps some contacts could be made to more adequately compare notes. (See appendix #2 for contacts.)

(M) Cooperation among private sector agencies, government services, and other groups involved with vocational training and/or placement is essential. New Brunswick definitely needs improvement in effective and meaningful vocational assessment services to properly identify strengths and weaknesses for disabled individuals. The present system is fragmented, incomplete and not necessarily consistent in quality for different types of disabilities.

(N) The provincial and federal government should be setting a leadership example in providing more opportunities for job-site assessments, training and long-term placements for disabled persons. Some programs have been started but need to be enhanced to involve more people (i.e. Equal Employment Opportunity Program of the province).

...

(O) Employment equity programs are one tool, but we have to be careful of a quota system that leads to abuse of definition and possibly a backlash of attitude among the public. Do we want people hired because they are disabled or do we want people hired despite their disability?

(P) It has been very difficult to get a clear picture about exactly what expenses are being covered by VRDP funds. We would like to be able to link the expenditures and services charged to vocational placements but must rely on general financial statements as shown in the Public Accounts of the Province. (See appendix #3 for a chart we have compiled from Public Accounts for the fiscal years 1984-86. Appendix #4 shows expenses paid directly for clients in the 1985-86 fiscal year only.)

(Q) We should examine the number of new cases opened each year and the number of cases that are closed with successful placement in substantially gainful employment. Referrals tend not to be that high if the program is not effectively promoted and/or perceived as being effective. (For figures on the 1985-86 VRDP caseload, please refer to appendix #5.)

(R) The greater use of advisory committees on a regional basis could be a method to improve program quality and consistency and to reduce any potential abuse. Related volunteer agencies involved in services to disabled persons ~~have~~ enjoyed a successful working relationship with the Department representatives on the Fredericton advisory committee. There does not seem to be enough consultation and participation with outside agencies and advocate groups.

Committees now exist, but not all of them include the outside agencies and groups. Also, few of the committees have demonstrated a record of regular meetings with minutes to describe actions taken.

(S) The present VRDP legislation has not been changed since 1961. This important legislation may require some revision in terms of definitions used, objectives, eligible program expenses, coordination requirements, and structured evaluation procedures.

VI. PRIORITIES

We would summarize our concerns with the 3 following urgent priorities:

1. The need for overall program coordination and evaluation from a center of responsibility that is presently missing from the system; and

2. The need to improve information, training, and coordination of VRDP front line staff persons; and

3. The need to focus on the individual needs of the disabled client and not try to make the person fit into a rigid program model.

VII. CONCLUSION

This report is not meant as a complete criticism of the activities connected with VRDP in New Brunswick. Yet with the province's commitment to the Decade of Disabled Persons and the Action Plan, it is time to look at what we are doing now and how we might do better.

The federal government is also reviewing the VRDP program activities across the country, and we must be prepared to respond to new challenges and new styles of operation for the future.

Hopefully, this healthy process of review will not be used as an excuse to cut back and withdraw from vocational rehabilitation but to move forward with new determination and effectiveness.

The end result should be increased participation in the labour force by disabled individuals in New Brunswick.

CANADA

PRIVY COUNCIL • CONSEIL PRIVÉ

P.C. 1973-752
27 March, 1973

APPENDIX #1

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL, on the recommendation of the Prime Minister, pursuant to the Public Service Rearrangement and Transfer of Duties Act, is pleased hereby to transfer to the Minister of National Health and Welfare, effective April 1, 1973, the powers, duties and functions of the Minister of Manpower and Immigration under the Vocational Rehabilitation of Disabled Persons Act.

CERTIFIED TO BE A TRUE COPY - COPIE CERTIFIÉE CONFORME

CLERK OF THE PRIVY COUNCIL - LE GREFFIER DU CONSEIL PRIVÉ

CANADA

PRIVY COUNCIL • CONSEIL PRIVÉ

C.P. 1973-752
27 mars 1973

Sur avis conforme du Premier ministre et en vertu de la Loi sur les remaniements et transferts dans la Fonction publique, il plaît à Son Excellence le Gouverneur général en conseil de transférer par les présentes au ministre de la Santé nationale et du Bien-être social, à compter du 1er avril 1973, les pouvoirs, devoirs et fonctions attribués au ministre de la Main-d'oeuvre et de l'Immigration sous l'empire de la Loi sur la réadaptation professionnelle des invalides.

CERTIFIED TO BE A TRUE COPY - COPIE CERTIFIÉE CONFORME

CLERK OF THE PRIVY COUNCIL - LE GREFFIER DU CONSEIL PRIVÉ

CHAPTER V-7

An Act respecting the vocational rehabilitation of disabled persons and the coordination of rehabilitation services

CHAPITRE V-7

Loi concernant la réadaptation professionnelle des invalides et la coordination des services de réadaptation

SHORT TITLE

Short title

1. This Act may be cited as the *Vocational Rehabilitation of Disabled Persons Act*. 1960-61, c. 26, s. 1.

TITRE ABRÉGÉ

Titre abrégé

1. La présente loi peut être citée sous le titre : *Loi sur la réadaptation professionnelle des invalides*. 1960-61, c. 26, art. 1.

INTERPRETATION

Definitions

2. In this Act

"disabled person"

"disabled person" means a person who because of physical or mental impairment is incapable of pursuing regularly any substantially gainful occupation;

"Minister"

"Minister" means the Minister of Manpower and Immigration;

"vocational rehabilitation"

"vocational rehabilitation" means any process of restoration, training and employment placement, including services related thereto, the object of which is to enable a person to become capable of pursuing regularly a substantially gainful occupation. 1960-61, c. 26, s. 2; 1966-67, c. 25, s. 39; 1967-68, c. 13, s. 25.

INTERPRÉTATION

Définitions

2. Dans la présente loi

«invalide»

«invalide» désigne une personne qui, à cause d'une diminution de sa puissance physique ou mentale, est incapable de poursuivre de façon régulière une occupation effectivement rémunératrice;

«Ministre»

«Ministre» désigne le ministre de la Main-d'œuvre et de l'Immigration;

«réadaptation professionnelle»

«réadaptation professionnelle» désigne tout processus de réadaptation fonctionnelle, de formation et de placement sur le marché du travail, y compris les services qui s'y rattachent, destiné à rendre une personne capable de poursuivre de façon régulière une occupation effectivement rémunératrice. 1960-61, c. 26, art. 2; 1966-67, c. 25, art. 39; 1967-68, c. 13, art. 25.

AGREEMENTS AUTHORIZED

Agreement authorized

3. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province in undertaking in the province a comprehensive program for the vocational

ACCORDS AUTORISÉS

Accord autorisé

3. (1) Avec l'approbation du gouverneur en conseil, le Ministre peut conclure avec toute province un accord, d'une durée d'au plus six ans, qui prévoit le paiement, par le Canada à la province, de contributions relatives aux frais qu'entraîne pour celle-ci la mise en œuvre dans la province d'un programme complet de réadaptation profession-

rehabilitation of disabled persons.

Contributions payable

(2) The contributions payable by Canada to a province under an agreement made pursuant to this section shall be fifty per cent of the costs incurred by the province in providing the program referred to in subsection (1).

"Costs"

(3) In this section, "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under this section between the Minister and the province, but does not include any amounts expended by the province in respect of

(a) any disabled person eligible for vocational rehabilitation under the *Veterans Rehabilitation Act*; or

(b) any disabled person whose disability is the result of an injury in respect of which benefits are payable to him under any workman's compensation law.

"Comprehensive program for the vocational rehabilitation of disabled persons"

(4) In this section, the expression "comprehensive program for the vocational rehabilitation of disabled persons", in respect of a province, means a vocational rehabilitation program for disabled persons as defined in the agreement made under this section between the Minister and the province, and, without restricting the generality of the foregoing, includes such of the following services and processes of restoration, training and employment placement as are specified in the agreement, namely:

(a) assessment and counselling services for disabled persons;

(b) services and processes of restoration, training and employment placement designed to enable a disabled person to dispense with the necessity for institutional care or the necessity for the regular home service of an attendant;

(c) providing for utilizing the services of voluntary organizations that are carrying on activities in the province in the field of vocational rehabilitation of disabled persons;

(d) the training of persons as counsellors or administrators to carry out programs for the vocational rehabilitation of disabled persons;

(e) the coordination of all activities in the

nelle des invalides.

Contributions payables

(2) Les contributions payables par le Canada à une province, en vertu d'un accord conclu sous le régime du présent article, sont égales à cinquante pour cent des frais encourus par la province qui offre le programme mentionné au paragraphe (1).

«Frais»

(3) Dans le présent article, «frais» encourus par une province désigne les frais, supportés par cette dernière, fixés de la manière que prescrit l'accord conclu en vertu du présent article entre le Ministre et la province, mais ne comprend pas les dépenses faites par la province à l'égard

a) de tout invalide admissible à la réadaptation professionnelle aux termes de la *Loi sur la réadaptation des anciens combattants*; ou

b) de tout invalide dont l'invalidité résulte d'un accident pour lequel des prestations lui sont payables en vertu d'une loi sur les accidents du travail.

«Programme complet de réadaptation professionnelle des invalides»

(4) Dans le présent article, l'expression «programme complet de réadaptation professionnelle des invalides», relativement à une province, désigne un programme de réadaptation professionnelle pour invalides, conforme à la définition contenue dans l'accord conclu sous le régime du présent article entre le Ministre et la province, et, sans restreindre la généralité de ce qui précède, comprend, parmi les services et les méthodes de rétablissement, de formation et de placement sur le marché du travail qui suivent, ceux que mentionne expressément l'accord, notamment:

a) les services d'évaluation et d'orientation des invalides;

b) les services et les méthodes de rétablissement, de formation et de placement sur le marché du travail, conçus pour permettre à un invalide de se passer des soins d'une institution ou des services réguliers à domicile d'un préposé;

c) les services permettant de recourir à des organisations bénévoles qui s'occupent dans la province de la réadaptation professionnelle des invalides;

d) la formation de conseillers ou d'administrateurs en vue de la mise en œuvre de programmes de réadaptation professionnelle des invalides;

province relating to vocational rehabilitation of disabled persons; and

(f) such other services and processes of restoration, training and employment placement in respect of disabled persons as are specified in the agreement.

e) la coordination de toutes les initiatives provinciales concernant la réadaptation professionnelle des invalides, et

f) les autres services et méthodes de rétablissement des invalides, de leur formation et de leur placement sur le marché du travail, que mentionne expressément l'accord.

Services made available

(5) An agreement made under this section between the Minister and a province shall set out how and by what manner the various services and processes of restoration, training and employment placement in respect of disabled persons that constitute the provincial program for the vocational rehabilitation of disabled persons as defined in the agreement, will be made available to disabled persons in the province. 1960-61, c. 26, s. 3.

(5) Un accord conclu sous le régime du présent article entre le Ministre et une province doit indiquer comment et par quels moyens les divers services et méthodes de rétablissement des invalides, de leur formation et de leur placement sur le marché du travail, qui constituent le programme provincial de réadaptation professionnelle des invalides, défini dans l'accord seront mis à la disposition des invalides dans la province. 1960-61, c. 26, art. 3.

Comment seront offerts ces services

Amendments

4. Any agreement made under this Act may be amended or terminated by the mutual consent of the parties thereto with the approval of the Governor in Council. 1960-61, c. 26, s. 4.

4. Avec l'approbation du gouverneur en conseil, tout accord conclu sous le régime de la présente loi peut être modifié ou prendre fin du consentement mutuel des parties signataires. 1960-61, c. 26, art. 4.

Modifications

FEDERAL PROGRAMS AND RESEARCH

RECHERCHES ET PROGRAMMES DU GOUVERNEMENT FÉDÉRAL

Coordination of federal activities

5. The Minister may undertake to coordinate federal activities in the field of vocational rehabilitation of disabled persons in cooperation with the Minister of National Health and Welfare and the ministers or heads of any other departments or agencies of the Government of Canada carrying on activities in such field. 1960-61, c. 26, s. 5.

5. Le Ministre peut entreprendre la coordination des initiatives fédérales dans le domaine de la réadaptation professionnelle des invalides, en coopération avec le ministre de la Santé nationale et du Bien-être social et les ministres ou les chefs d'autres ministères, départements ou organismes du gouvernement du Canada qui exercent une activité dans ce domaine. 1960-61, c. 26, art. 5.

Coordination des initiatives fédérales

Research program

6. (1) The Minister may undertake research in respect of vocational rehabilitation for disabled persons and may, where he deems it appropriate, undertake such research in cooperation with any province.

6. (1) Le Ministre peut entreprendre des recherches en ce qui concerne la réadaptation professionnelle des invalides et peut, s'il le juge opportun, entreprendre de telles recherches en coopération avec l'une quelconque des provinces.

Programme de recherches

Publication of research

(2) The Minister may collect, compile, analyze, abstract and publish information relating to any research undertaken by him pursuant to this section. 1960-61, c. 26, s. 6.

(2) Le Ministre peut recueillir, établir, analyser, résumer et publier des renseignements relatifs à toute recherche entreprise par lui en vertu du présent article. 1960-61, c. 26, art. 6.

Publication des renseignements

GENERAL

GÉNÉRALITÉS

Regulations

7. The Governor in Council may make

7. Le gouverneur en conseil peut, en vue

Règlements

regulations for carrying the purposes and provisions of this Act into effect

(*a*) in respect of the provision of medical services, on the joint recommendation of the Minister of Manpower and Immigration and the Minister of National Health and Welfare; and

(*b*) in respect of all other matters, on the recommendation of the Minister of Manpower and Immigration. 1960-61, c. 26, s. 11; 1966-67, c. 25, s. 39.

de la réalisation des objets de la présente loi et de l'application de ses dispositions, édicter des règlements

a) concernant l'obtention de services médicaux, sur la recommandation conjointe du ministre de la Main-d'œuvre et de l'Immigration et du ministre de la Santé nationale et du Bien-être social, et

b) concernant toutes autres questions, sur la recommandation du ministre de la Main-d'œuvre et de l'Immigration. 1960-61, c. 26, art. 11; 1966-67, c. 25, art. 39.

REPORT TO PARLIAMENT

Report to Parliament

8. The Minister shall, within three months after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and cause the report to be laid before Parliament if Parliament is then sitting or, if Parliament is not then sitting, on any of the first fifteen days next thereafter that Parliament is sitting. 1960-61, c. 26, s. 12.

RAPPORT AU PARLEMENT

Rapport au Parlement

8. Dans les trois mois qui suivent la fin de chaque année financière, le Ministre doit préparer un rapport annuel sur le travail accompli, les montants dépensés et les engagements contractés en vertu de la présente loi, et faire présenter ce rapport au Parlement, si ce dernier est alors en session, ou s'il ne l'est pas, l'y faire présenter l'un quelconque des quinze premiers jours où le Parlement siège par la suite. 1960-61, c. 26, art. 12.

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APPENDIX #2

VRDP IN OTHER PARTS OF CANADA

Our office contacted each of the provinces to ask if they had full-time coordinators for VRDP program activities and whether their budget had been increased in this year:

NEWFOUNDLAND	The director is in charge of programming. The budget has increased.
PRINCE EDWARD ISLAND	They have a program coordinator and their budget has remained the same.
NOVA SCOTIA	There are 2 rehabilitation consultants and 14 rehabilitation counsellors who are specialized in vocational rehabilitation for disabled persons. The budget is 1.8-1.9 million and there was a decrease in training field.
ONTARIO	The coordinator is involved in cost-sharing and ensures, through the federal government, that programs are implemented as in the agreement. They have a staff of 200 working on the programs. No information on budget was available.
MANITOBA	They have a unit of 4 staff members working full time on programs, including vocational rehabilitation. There has been a minimal increase in budget.
ALBERTA	The director is in charge of processing programs and the budget. Regional counsellors have their own budget for services to disabled persons, including vocational rehabilitation. The budget is fairly the same, with some restraints placed on it.
BRITISH COLUMBIA	The coordinator does not have authority over programming or budget. Each ministry does its own coordinating, with the coordinator as their link. Budget is the same. There are full-time managers in each area, including vocational rehabilitation.
YUKON	A coordinator is in charge of programming, along with regional staff. There has been a slight increase in budget.

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No answer from Saskatchewan or Northwest Territories available at the time of writing this report.

Our office can provide a list of names and addresses of the current provincial contacts if requested.

APPENDIX #3

PUBLIC ACCOUNTS - PROVINCE OF NEW BRUNSWICK

Revenue Recovered from VRDP

DEPARTMENT	1984	1985	1986
Alcoholism and Drug Dependency Commission	2,128,723	2,200,498	1,978,818
Community Colleges	000	000	000
Education	57,628	82,275	42,910
Health	361,774	398,855	387,364
Labour & Human Resources	000	000	000
Maritime Provinces Higher Education Commission	000	000	000
Social Services	1,364,285	1,419,273	1,532,143
Youth & Recreation	000	(2,727)*	2,727
TOTALS	3,912,410	4,100,901	3,943,962

* Not included in total

APPENDIX #4

V.R.D.P. EXPENDITURES 1985-86

Activities	Campbellton	Edmundston	Grand Falls	Bathurst	Newcastle	Caraquet	Tracadie	Shippegan
162 Family Supp. Svs.								
163 Transp.Relocation								
176 Educ.Svs.Supp.Equip.								
170 Casewkr Couns.Ass.Svs.						38		
173 Adult Renab Sup & Serv.		188						
190 CsWk Coun. Ass.		100	195	663	362	575		
191 Homemaker House/Sit.		340		1,106	2,426	16		
192 Adult Rehab Sup.Serv.	4,534	6,538	3,259	17,405	1,309	5,729	63	3,077
193 Employment Sup. Serv.		768						
194 Transp.Reloc.	450	196	373	337	4,653	1,443		293
195 Educ.Sup.Sv.Equip.		533	38		2,899			480
196 VRDP-Tuition Fees	15,458	348		1,498	2,416	2,085		5,983
197 VRDP-Living Exp/Tr	3,106	593		3,425	769			2,500
198 Living.Exp.Rehab.Pat.	370				116	470		
503 Med.Transportation						38		
504 Basic Rate	730	2,736		197	8,063	462	104	2,868
507 Emerg.Med.Supp & Equip	10	168	269	1,236	232	134		349
508 Food		144				8		67
517 Clothing		691			271	211		491
686 Pros. Appliances	1,119	2,372	3,780	3,470	1,239	1,101		(10)
Grant	15,570							
	40,347	15,715	7,914	29,337	24,785	12,313	167	16,068

V.R.D.P. EXPENDITURES 1985-86

Activities	Moncton	Richibucto	Saint John	Sussex	St. Stephen	Fredericton	Woodstock
162 Family Supp. Svs.			20				
163 Transp.Relocation			65				
176 Educ.Svs.Supp.Equip.							
170 Casewkr Couns.Ass.Svs.				2,144			
173 Adult Rehab Sup & Serv.							
190 CsWk Coun. Ass.	612		810	13,239	2,896	2,132	
191 Homemaker House/Sit.	4,018		13,772	1,846		4,097	
192 Adult Rehab Sup.Serv.	27,144		16,032	2,351	1,350	14,176	831
193 Employment Sup. Serv.						3,159	
194 Transp.Reloc.	494		277			1,958	449
195 Educ.Sup.Sv.Equip.	3,502		417	158	188	3,136	3,288
196 VRDP-Tuition Fees	9,405		935		2,240	2,181	576
197 VRDP-Living Exp/Tr	5,470		170			6,141	
198 Living.Exp.Rehab.Pat.			50	1,626		267	
503 Med.Transportation							
504 Basic Rate	2,918		1,212			4,988	248
507 Emerg.Med.Supp & Equip	206				47	769	
508 Food							
517 Clothing	850			108		43	
686 Pros. Appliances	5,515		1,360	3,824	1,409	4,741	
	50,125		35,072	24,299	8,131	46,791	5,391

APPENDIX #5

III. V.R.D.P. Case Statistics for 1985/86:

Table I - 1985/86 Opened and Closed V.R.D.P. Cases

Regional Office	Cases Carried Over 1984/85	New & Reopened Cases 1985/86	Cases Closed 1985/86
Moncton	58	36	17
Richibucto	4	0	0
Saint John	70	37	9
Sussex	17	5	7
St. Stephen	27	3	24
Fredericton	39	30	36
Woodstock	10	5	6
Edmundston	23	5	12
Grand Falls	12	0	3
Campbellton	17	4	6
Bathurst	18	17	3
Caraquet	29	8	23
Tracadie	6	0	0
Shippagan	9	4	4
Newcastle	41	4	0
TOTAL	380	158	150

Table II - 1985/86 Case Closures and Reason for Closure

Reason for Closure																
Placed in Regular Employment	-	-	3	1	1	5	-	-	-	-	1	2	-	2	-	15
Placed in Sheltered Employment	-	-	-	-	1	2	-	-	-	-	-	1	-	-	-	4
Placed in Other Employment	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1
Self Employed	-	-	1	-	-	2	-	-	-	-	1	1	-	-	-	5
Assumed Homemaking Services	-	-	-	-	3	-	-	-	-	-	-	-	-	-	-	3
Candidate Found Own Employment	1	-	1	-	2	3	-	4	-	1	-	4	-	-	-	16
*Other	16	-	4	6	17	24	6	8	3	4	1	15	-	2	-	106
TOTAL	17	0	9	7	24	36	6	12	3	6	3	23	0	4	0	150

*Other includes: Candidate Withdrew
Candidate Deceased
No Employment Available
Vocational Rehabilitation no longer feasable
Case Transferred to Another Area
Moved Outside of Province
Miscellaneous